

LAW ENFORCEMENT NEWS

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Police crackdown on fare evasion yields 14% dip in NYC transit felonies, despite layoffs

The head of New York City's transit police force has cracked down on persons who enter the city's subway system with the intention of committing a crime through the implementation of a program designed to apprehend fare evaders as they try to gain free access to the system.

Outlining the details of the program in a speech before the American Public Transit Association last month, Transit Authority Police Chief Sanford D. Garelik noted that felony complaints throughout the subway system dropped 14 percent a year after the new strategy was employed.

"The individual who comes into the subway system to commit a crime doesn't pay his fare," he said. "Our war against fare evasion is not just an attack on otherwise law-abiding citizens who decide to beat the fare. It is a campaign of interdiction against the would-be felon, removing him from the subway system before he can commit a crime."

Describing the anti-fare evasion program as "crime prevention in the fullest sense," the 58-year-old chief noted that farebeats apprehended at the gate include felons with warrants outstanding for their arrests, criminals with records of past offenses

committed on the subway, and persons who incur additional charges at the time of their arrests, such as possession of weapons or drugs.

The program, which was initiated in the spring of 1975, has been a success despite a 15 percent reduction in the transit police force, according to Garelik. The cut in manpower was mandated by the city as part of an overall reduction in the number of civil service employees in an attempt to ease the city's fiscal problems.

Although he highlighted the anticrime aspects of the fare evasion crack-down, Garelik also spoke about the program's financial benefits to the city. "The New York City Transit Police, over the past 28 months, has achieved a reduction in fare evasion on its subway system from four percent to one-half of one percent," he said. "With over 3.2 million daily riders, the saving to the financially pressed Transit Authority is some \$17 million on an annual basis."

Continuing his appraisal of fare evasion from a monetary standpoint, the chief implied that his apprehension program may have saved the Transit Authority's entire fare collection system. He noted that,

according to a survey by his department, about 130,000 passengers were entering the subway without paying by "jumping over and ducking under turnstiles, slipping through the wheels and brazenly walking in the exit gates."

"We were approaching what I considered to be the tipping point for the whole fare collection system—a point where the normally law-abiding, fare-paying passenger says, 'Why should I pay? No one else does,'" Garelik said. "Fare payment would soon become one of those rules made to be broken. The entire fare collection system was in jeopardy, and with it all respect for law and order on the subway system."

Outlining the strategies employed in the program, Garelik noted that a team of plainclothes officers is sent to a station to determine its fare evasion rate, and if the problem is found to be serious, another plainclothes team stakes out the station's turnstile area, where farebeats are "arrested on the spot."

"The offender would be taken to the nearest phone where the officer would call headquarters for a recidivist check," he said. "At headquarters, a computer would

flash the information on a screen within moments, and this would be made available to the police officer and the criminal justice system."

To complete the process, the arresting officer searches the offender for any concealed weapons or other illegal possessions, and then holds the suspect for booking and a court appearance on either a trespassing or theft of service charge.

"But arresting offenders was just part of the solution," the chief observed. "Such harsh treatment by police is of little use without appropriate action at the next level of the criminal justice system—the courts. So the transit police initiated a systematic follow-up in the courts of all fare evasion arrests."

According to Garelik, the program's courtroom tactics include assigning a transit police officer to present background information at each fare evader's trial, making the department's recidivist data available to the courts, and attempting in general "to impress on judges of the criminal courts the importance of fare evasion arrests as a crime deterrent."

One early strategy, aimed at proving the value of the program to the courts, involved a survey which compared the outcome of fare evasion cases to the recidivist rate in each of New York City's five boroughs. The study revealed that the borough in which the courts were most lenient experienced the highest recidivist rate, while in districts where the courts were most severe, the recidivist rate was lower.

"Clearly, the certainty and severity of punishment was having its effect," Garelik said of the survey. "As the program progressed and our efforts and results became known, all the courts responded more vigorously."

Transit Authority statistics seem to support Garelik's praise of the program. In 1974, the year prior to the program's initiation, only 1,200 persons were arrested for fare evasion, while in 1975 evasion arrests jumped to 16,500. The same number of farebeat arrests were made in 1976, and up to mid-October of this year, 11,200 such arrests were made.

Over the two-year life of the program, a total of 45,400 fare evasion arrests were effected. Of the persons arrested in that group, 2,586 had warrants out for their arrests on other charges, 257 were in possession of weapons, 435 possessed stolen property, 640 possessed illegal drugs, and 4,176 were hooked by the arresting officer for additional charges, according to Transit Authority figures.

In his speech, Garelik noted that the

Police manpower selection, performance rating studied in Police Foundation monograph series

The Police Foundation recently published three monographs on police personnel administration, featuring indepth discussions on the selection, evaluation and management of law enforcement officers.

In the first publication, entitled *Selection Through Assessment Centers: A Tool for Police Departments*, author Roger Reinke examines an innovative method of testing job applicants in a structured environment which uses such techniques as role-playing and solving hypothetical problems.

According to Reinke, the assessment center method is more precise than currently used techniques in predicting how well the potential recruit or the newly promoted officer will perform. These involved [in the selection process] generally see [it] as lacking both efficacy and integrity," he noted. "There should be little doubt that police agencies in general do not consistently identify capable supervisors."

Describing the operation of a typical selection center, Reinke said that a group of four to six candidates completes tests and exercises under the supervision of an assessor. "These exercises may involve all candidates interacting in one group, two or three candidates working out a problem, or

one candidate in a direct, intensive interview with one assessor," he stated.

Explaining that each exercise is designed to determine job-related behavior, the monograph observes that the testing procedures are "limited in format only by the imagination of their developer." It adds that the assessor keeps a running record of his or her observations during the testing and decides upon a score for each of the recorded behaviors at the end of the exercise.

"After all of the exercises are completed (in about two days), the assessors report their independent evaluations, behavior by behavior, and then combine their evaluations in an assessor conference," Reinke said. "The scores for each candidate is simply a tally of all the assessor scores for each behavior measured during the center."

Focusing on assessment centers currently in use in Kansas City, Missouri, Rochester, New York and Savannah, Georgia, the publication describes how police agencies in those cities applied the center technique, the attitudes of personnel toward it, and its results.

A companion monograph by Frank J. Landy considers the technical aspects of evaluating a police officer's on-the-job

performance, including the characteristics of evaluation forms and the uses of appraisal data.

Entitled *Performance Appraisal in Police Departments*, the report points out that determining how well each employee performs "is an important part of the personnel administration" in police agencies.

"Performance appraisal has lagged behind other personnel areas in sophistication and development," the report states, noting that departments with highly developed selection and training methods "may use performance appraisal systems that consist of no more than a series of ambiguous rating scales and a check on absence and tardiness."

Outlining the basics of the successful evaluation setup used by the Dade County (Florida) Public Safety Department, Landy said that the performance data produced by the system has been particularly useful for administrative decisions such as salary adjustments, for personnel research such as validating application tests, and for helping officers achieve personal and organizational goals.

"Patrol officers, becoming more aware of the complexities of their roles, realize

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Arne Buun

Assistant Commissioner

A description of the Danish national police force, comparisons with the American police force and criminal justice system (especially regarding prosecution, bail, sentencing, self-incrimination.)

CRIMINAL JUSTICE RESEARCH IN WEST GERMANY

Karl Heinz Gemmer

Chief, Institute of Criminalistics

A discussion of the problems facing West German police, especially organized crime and terrorism. Conclusions of recent research conducted by the Institute of Criminalistics on such issues as the efficiency of police work, the value of having police on the street, and the effectiveness of detectives. Also, a discussion of the role of women in the West German police force

THE POLICE SYSTEMS OF ITALY

Francesco Minerva

Chief Commissario of Police

The structure of the Italian National Police service, including the three entry levels and training is described. The role of the Public Security Force and its relationship to the military. Functions of the Italian police which are different from those of the American police forces, such as issuing licenses.

POLICE SYSTEMS OF GREAT BRITAIN

Lawrence Beswick

National Police College (Bramshill, England)

A description of the British police system, including a discussion of the unit-beat or "panda" system, the prevalent method of policing in England. The British as an unarmed police force; the control of firearms in England. Training of British police officers, especially upper-level training at the National Police College.

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Safety expert heaps praise on Australian drunk driving laws

In an informal evaluation of Australia's high traffic accident fatality rate, an American safety expert gave low marks to the country's driver education effort, while praising its strict laws governing seat belt use and driving under the influence of alcohol.

Noting that the accident mortality rate in Australia is about twice what it is in the United States, Dr. Robert L. Marshall said that Australian driver education programs are about 30 years behind those in America.

Marshall, the Dean of Students of Public Services at Central Missouri State University, pointed out that there are probably less than six public school driver education teachers in the country's Queensland area.

"All instruction is in-class; there are no driving simulators and no driving ranges," he said. In the U.S. nearly three million students will receive driver education instruction this year. Obviously, Australia's first step is to develop a program for preparing driver education teachers, and they want to know how we do it."

Commenting on the positive points of the South Pacific country's driver safety situation, Marshall noted that Australia has a mandatory seat belt law, enforced by a system of fines, which requires that everyone driving or riding a motor vehicle wear a safety belt. He indicated that the nation's driving under the influence statutes are equally harsh, noting that in Queensland, a person is considered to be legally drunk if his blood contains .08 percent alcohol.

The safety expert was in Australia as the principal speaker of the Queensland Road Safety Council's "Seminar 77." In addition to his presentation before the seminar, he spoke to various other government and private groups, discussing American traffic safety, law enforcement and industrial safety.

NU's Traffic Institute begins work on \$2M training site

Northwestern University's Traffic Institute, one of the nation's oldest law enforcement schools, has initiated an ambitious construction project which includes plans for a new main training center and the refurbishing of the institute's present facility.

Site preparation for the new building began last month on the Evanston (Illinois) Campus of the university, and the structure is scheduled to be completed by September 1978. The total cost of the new facility, which is estimated to be about \$2 million, will be covered by the institute itself, with no direct financial support provided by the

university, according to an institute news announcement.

In announcing the construction program, Acting Institute Director Jack Hutter noted that the project represents "a major step forward" for the 41-year-old school. "The high dedication of the Traffic Institute staff and the strong support of our clientele is seen in their pride in our new building," he said. "While these bricks and mortar are important, they represent only one element of the future of the institute. Our primary mission is to continue to improve and diversify our programs and services, so that we may merit the international recognition and support we receive."

The new training center is designed to provide high quality classrooms and equipment within a usable space of 24,000 square feet on three floors. Special features include two 48-person amphitheater classrooms, a 100-person lecture hall, and two seminar areas designed for lectures, project sessions or conferences.

Jordan, former highway chief, to run Georgia police academy

Ben A. Jordan, a veteran law enforcement officer and administrator, was appointed last month to head the Georgia Police Academy.

A former lieutenant in the Georgia State Patrol, Jordan left the Atlanta Regional Office of the Law Enforcement Assistance Administration to assume his new post at the Atlanta training facility, where he had served as a staff member during the mid-60's.

Jordan was the state's Highway Safety Administrator under the gubernatorial administrations of both Lester Maddox and Jimmy Carter.

Center formed to compile data on judicial conduct issues

A court reform organization recently established a clearinghouse for information regarding judicial discipline issues in an effort to aid judicial conduct commissions.

Organized and sponsored by the American Judicature Society (AJS), the Center for Judicial Conduct Organizations is designed to compile and disseminate all available material on judicial misconduct matters, including reference data on the workings of judicial discipline commissions; an index of briefs, pleadings and advisory opinions; codes of judicial conduct in different jurisdictions, and a complete listing of every organization working in this field.

To supplement its clearinghouse function, the center will publish a newsletter to discuss current cases and procedures, and will provide on-site technical assistance to judicial conduct groups, according to AJS.

Another central function involves hosting national and regional conferences in an

attempt to encourage the discussion of judicial discipline issues and the procedures which commissions should follow. Prior to establishing the center, AJS conducted five national conferences "to provide a forum in which commissioners can discuss common concerns and learn how these organizations can best operate," a society announcement noted.

According to AJS, 48 jurisdictions have introduced disciplinary procedures other than the traditional methods of impeachment, address and recall. Permanent commissions which receive and investigate complaints have been established in 45 states and the District of Columbia.

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Connecticut crime data file shows immediate results

Police in North Haven, Connecticut have implemented a criminal intelligence system that helped them track down a rape/kidnapping suspect four days after the new data source was put into operation.

Designed to improve communications between the North Haven department's uniformed and detective divisions, the intelligence system utilizes an expanding file of information provided by patrol personnel.

When an officer observes suspicious persons, vehicles or activities in situations not warranting direct police action, he reports his findings to the Detective Division on what is called a Field Contact Card. The card is then filed according to the patrol area in which the suspicious incident was spotted, making the data available for use in future investigations.

In the kidnapping/rape case, as reported last month by the *New Haven Journal Courier*, rookie Patrolman James Merrithew confronted a suspicious-looking person while on patrol in late August, several days before the reported crime was committed. He took down various information, including the man's name and address, and filed it in the newly-established field contact system.

The card became a valuable tool to police investigators when two women re-

ported that they had been kidnapped at knifepoint in New Haven and that one of them had been raped twice by their assailant. The victims added that the man forced them to drive him to a designated area in North Haven, where he fled on foot.

According to North Haven Detective Inspector Walter Cummings, the Detective Division checked the field contact system after the rape was reported and found Merrithew's card which noted that David Laden, 20, was seen in the area.

Cummings said that Laden immediately became a suspect, and that a subsequent investigation, in conjunction with the New Haven and Guilford police led to the securing of a warrant for the suspect's arrest.

"If we didn't have the card, we might not have known he [Laden] was in the area," Cummings told a *Journal Courier* reporter, explaining that Laden had reportedly moved to North Haven recently from New Haven.

The Field Contact Card system was the result of a joint effort by the North Haven department and the South Central Criminal Justice Regional Planning Agency. It was developed by Cummings and Harry O'Reilly, a former New York City detective sergeant who currently serves as a consultant with the planning board through a

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Legal battle brews in wake of homicide conviction of NYC cop

A legal controversy is developing in the case of a white New York City police officer who was convicted earlier this month of criminally negligent homicide in the fatal beating of an Hispanic prisoner.

The conviction, which is the first on record in a slaying by an on-duty NYCPD officer, came as the result of a June 1975 indictment charging that Officer Thomas Ryan had mortally injured Israel Rodriguez. The beating incident took place in a Bronx precinct after Ryan had arrested Rodriguez for allegedly shooting at him during a burglary investigation.

In convicting Ryan of criminally negligent homicide on November 5, the jury in the case chose the verdict that carried the lightest penalty. The indictment had charged Ryan with second-degree murder and first-degree manslaughter, but Bronx Supreme Court Justice Lawrence J. Tonetti had told the jury at the opening of the trial that two lesser charges could be considered, as alternatives.

The first, criminally negligent homicide, involves a failure by the defendant to perceive a substantial risk that action taken might result in death, and, upon conviction, carries a maximum sentence of four years imprisonment. Tonetti's other suggested charge, second-degree manslaughter, implies intentional conduct or recklessness

and carries a maximum prison sentence of 15 years.

The indictment's original charges carried the heaviest penalties of the four possibilities. Second-degree murder calls for a prison term of 25 years to life, and first-degree manslaughter demands a penalty of up to 25 years imprisonment.

According to the *New York Times*, Ryan's attorney, Jacob Evseroff, said that he would move for a mistrial on the ground that the jury had misunderstood the law in reaching its verdict and had not been allowed to arrive at a different decision. "[Tonetti] did not give the jury a chance to rehear," the lawyer said, noting that the verdict was "improper and illegal."

Responding to Evseroff's claim, Tonetti told a *Times* reporter that in his opinion the defense was calling for a mistrial on a technicality which occurred after the jury had already voted the least severe verdict available.

Noting that the jury's verdict still holds Ryan accountable for Rodriguez's death, the justice said he considered the verdict a "perfectly proper one" that reflected the juror's intentions. "This is a tempest in a teapot," he added. "I'm not being critical, but I think it is an issue that has been created by the defense counsel."

In its reportedly emotional deliberations, the jury had picked the least serious charge but was confused about the legal distinction between manslaughter and homicide. When the verdict was announced, Tonetti apparently perceived the jury's confusion and sent it back for further deliberations. However, after 15 minutes he decided to accept the verdict and dismiss the jurors.

Tonetti told the *Times* that he had been surprised by the verdict, but he explained that it had been reached a day after he had reclassified the distinction between charges of first and second-degree manslaughter and criminally negligent homicide at the jury's request.

Commenting on his acceptance of the verdict after he had sent the jury back, the justice reported that his decision was based on his sustaining an objection from Evseroff, who had complained that further reclassification was unnecessary since a verdict had already been returned.

"It had become clear to me it really made no difference [under which count]

Continued on Page 9

Split patrol of Delaware city force yields lowered crime, greater public satisfaction

A Federally-funded pilot project in Wilmington, Delaware, which involved the experimental restructuring of the city's police force, has proven to be so promising that the city is continuing it with municipal funds, according to a recent LEAA announcement.

The program, designated as "Split Force," divided Wilmington's patrol force into two divisions. About 65 percent of the personnel were assigned to a basic patrol or "call-for-service" unit, while the remaining officers became part of a "structured force" or preventive patrol unit.

As part of the experiment, which ran from May 1975 to April 1977, the Wilmington Bureau of Police completed a crime analysis survey to determine when most of the calls for service were made, where the city's highest crime areas were, and what types of crimes were most frequently committed in what areas.

Working from the survey's data, the bureau assigned personnel based on a closer relationship to crime patterns and calls for service, while reducing the number of patrol cars from 45 to 27 and switching from two-man cars to one-man cars without a noticeable loss of safety.

The portion of the force which constituted the basic patrol unit was assigned to handle only calls for service, except in emergencies when the nearest units, including those from the preventive patrol, moved in. Nonemergency requests for assistance were ranked according to priority, and the caller was given the approximate time when an officer would arrive.

Another survey which was completed as part of the \$367,773 project indicated that citizens were generally pleased with the priority grouping of calls. A poll of 200 residents found that a caller for police services became critical of the department if he was told the police would respond immediately and the officer then did not show up for

20 or 30 minutes. However, if the caller on the noncritical request was told that the officer would arrive in 30 minutes and the pledge was fulfilled, the caller was satisfied.

Members of the basic patrol also served a limited preventive function when they were not actually on service calls. They stationed themselves in geographical areas where they would most likely receive calls, for example, near a park or playground where there had been complaints of child molesting.

Nicholas Valiante, the department's inspector of operations who served as project director, outlined the main difference between the two units, noting that the preventive detail concentrated on an assignment schedule that allowed them to work uninterrupted on cases.

"We might put a man in the back of a liquor store that had been held up several times," he said. "He was to be there eight hours a day and that was that. We knew where he was."

Observing that the productivity of Wilmington officers went up 20 percent since the project began, Valiante cited one instance where personnel from the preventive unit cracked down on a pressing community problem — the theft of citizens' band radios from automobiles. "We would set up a decoy car with a large, conspicuous antenna on it," the inspector said. "As soon as the thief struck, our prevention detail moved in. We would not only get him for that theft, but through his fingerprints often clear up a lot of similar CB thefts."

Valiante quoted from police statistics that indicated a dramatic crime decrease since the project was initiated. In the four months preceding formation of the preventive patrol force, serious crime increased 10 percent in Wilmington, while during the last eight months of the experiment, serious crime decreased 25 percent. Overall, serious crime decreased by more

than 18 percent during 1976, and declined another two percent for the first eight months of 1977.

An executive of the private firm which evaluated the pilot program said that the experiment's two most significant results were an increase in productivity of officers and the preventive force's bridging the traditional time gap between basic police patrol and the arrival of detectives on the scene.

Dr. James M. Tien, executive vice president of Public Systems Evaluations, Inc., of Cambridge, Massachusetts, noted that "you have more immediate follow-up by your preventive force and your cleanup rate on the cases naturally goes up."

In his evaluation report, Tien observed that there was some early resentment of the experiment by police officers and by detectives who felt the preventive patrol was getting credit for arrests that formerly had been awarded to the detective division. He added, however, that resistance to the project is fading as both officers and detectives accept the status quo.

Acting LEAA Administrator James H. Gregg praised Wilmington's incorporation of the split-force approach into its daily operation as a tribute to the success of the experiment.

"If we could increase productivity by 20 percent in all police departments, many millions of dollars could be saved across the country," he said. "Beyond the potential cost savings, the Wilmington experience demonstrates the latitude police have in devising new approaches in responding to demands for service."

Copies of the report on the experiment, entitled "An Alternative Approach in Police Patrol: The Wilmington Split-Force Experiment," are available from: Public Systems Evaluation, Inc., 929 Massachusetts Avenue, Cambridge, Massachusetts 02139. Each copy costs \$6.50.

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C-957	Correction Officer Trainee	6.00	C-980	Probation Consultant	8.00	C-820	Transit Lieutenant	8.00
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C-958a	Correction Youth Camp Officer (Men)	6.00	C-1428	Probation Employment Officer	6.00	C-822	Transit Sergeant	8.00
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Letters to the editor of Law Enforcement News

To The Editor:

The Police Executive Research Forum (PERF), which has recently received extensive coverage in Crime Control Digest and other professional publications, is deserving of both credit and criticism.

The Forum deserves credit for advocating research, experimentation, advanced education, mobility, and high standards of ethics and integrity for the field of policing.

Significant criticism of the Forum has already been voiced by Ed Davis, Los Angeles Police Chief, and by Glen D. King, Executive Director of the International Association of Chiefs of Police (IACP). Chief Davis, in responding to the "pet rock" statement made by the apparent self-ordained and self-appointed spokesman for the Forum, Robert J. di Grazia (Crime Control Digest, 6-28-76) observed "the only rocks around are in the heads of those who believe such a statement." (Law Enforcement News 10-18-77). Glen King observed, when the organization of the Forum was announced, that "this form of elitism is just the opposite of what law enforcement needs today." (Crime Control Digest, 6-28-76).

Now, di Grazia is attacking Davis by accusing him of using the presidency of the IACP as a springboard to the governorship of California, and he is attacking the IACP by accusing it of hampering the professionalization of policing by perpetuating the status quo. (Crime Control Digest, 10-24-77). One may easily conclude that di Grazia, Police Chief of Montgomery County, Maryland, suffers from a narrowness of mind greater than those he refers to as "pet rocks" when one considers his apparent propensity to verbally attack anyone who disagrees with him.

Both Ed Davis and Glen King are well known and respected gentlemen who have excellent backgrounds in large police agencies. As a police chief in a rather small city, one of the almost 17,000 that are categorically excluded from membership in the Forum because of the 200 employee/100,000 population requirement, I would like to add a few criticisms of my own which I feel are more than justly deserved.

The simplistic quantitative approach preferred by di Grazia and other members of the elitist group as criteria for membership in the Forum instead of quality should raise serious doubt as to their qualification to be spokesmen for the profession. One of the fundamental principles of American democracy is that all citizens are entitled to participate in public affairs. To exclude the majority of police agencies in this country from participation in the Forum, which apparently aims to speak for the entire profession, goes against this fundamental democratic ideal.

Those self-appointed and closed elites who would tell you that only they are qualified to address the problems and issues in policing should be viewed with great suspicion.

To contend that "professional" leadership exists only in agencies of 200 or more employees is a rather myopic view that obviously excludes many who are perhaps infinitely better qualified for leadership than those who proclaim themselves to be.

Di Grazia and his colleagues in the Forum have apparently chosen to ignore the "new breed" of younger, highly educated police chief who has come upon the law enforcement scene in cities across the United States in recent years. This "new breed" is the product of the emphasis

placed upon education for law enforcement personnel that began in the late 1960's. Most of these chiefs are in the early stages of their careers and are logically in the smaller agencies. However, many possess not only baccalaureate degrees but additional degrees and varied experience. Even though the Forum claims to support the concept of executive development through mobility and progressive responsibility, they choose to exclude these younger chiefs, who will eventually be the chiefs in the large agencies, from membership.

Di Grazia and his colleagues in the Forum have also chosen to ignore the fact that the larger agencies are most often commanded by those who are in the latter stages of their careers and, because of the traditional tendency of large cities to promote from within, very often have only singular agency experience.

These younger, educated chiefs, because of their stage of career, would be less likely to be hampered by tradition than the current membership of the Forum and would thus lend innovation more readily. In addition, they can bring to the Forum and to the profession not only the vitality of youth but the wisdom of recent experience that is so important in such a rapidly changing society.

Finally, it is incomprehensible that the Forum could recognize that research, debate, mobility, and a willingness to test tradition and assumptions are keys to the professionalization of policing (Crime Control Digest, 10-24-77) while they, at the same time, cling to the traditional assumption that leadership ability and talent can only be found in larger police agencies.

To test the validity of this assumption, I publicly challenge Mr. di Grazia and his colleagues in the Forum to submit to an evaluation of their talents, knowledge, and abilities by an impartial assessment committee made up of recognized and accepted public managers for the purpose of proving their qualifications to speak on behalf of the entire police profession through the Forum and to give others in agencies smaller than 200 employees the right to do the same.

To arbitrarily deny membership in the Forum to the "professionals" in policing, who by choice or stage development, are serving in agencies of less than 200 employees is to deny the infusion of creative, youthful, and educated leadership needlessly and is destined to result in stagnation, orthodoxy, inbreeding, and the least common denominator becoming the ideal for the Forum. The narrowness of vision displayed by di Grazia and the other members of the Forum is destined to be a disservice to the profession.

Melvin L. Tucker
Chief of Police
Hickory, NC

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BURDEN'S BEAT

By ORDWAY P. BURDEN

Reaching out to assist victims of crime and criminal justice

Criminal justice today is a long way from the days of Hammurabi, when the punishment matched the crime and the suffering of the injured party was of paramount concern in sentencing the offender. But in very recent years there has been a move to improve the lot of the victim, and in some instances to compensate him for his pain and suffering.

Victim-witness advocate programs have been established in at least 114 areas of the country, many of them through the local district attorney's office. (The future may be precarious for these programs: most were begun with \$49 million in grants from the Law Enforcement Assistance Administration and will presently be abandoned to local resources and good will.) In addition to the victim-witness advocate efforts, there are 20 states which offer some cash compensation to victims.

In Tucson, Arizona, the victim-witness advocate program is the joint responsibility of the Tucson Police Department, the Pima County Attorney's Office and the sheriff's department. Here a paid staff of seven, assisted by 40 volunteers, mediate with employers to arrange time off for court appearances. They try to keep everyone concerned - lawyers, witnesses and police - up-to-date on court appearance dates and show burglary victims where to go to recover lost property.

The Tucson program addresses the problem of the gross systemic insensitivity shown to direct or indirect victims of crime. Elderly persons who have been robbed and are afraid to go out at night, other actual crime victims, witnesses who must sit through hours and even days of interviews and policemen who waste hours waiting to testify can all be spared much of their inconvenience under a reorganized and efficient court system.

Volunteers in the Arizona city range from college students to retirees. They perform tasks such as persuading the landlord of a robbery victim to postpone the date of her rent and put new locks on the doors. Paid professionals handle the most sensitive cases, such as rape and child molestation. Counselors drive clients to the hospital, provide them with food and shelter if they need it, and sometimes even spend the night with a victim too frightened to be left alone.

Victims and witnesses are referred to the Tucson advocate service by police officers unable to supply the needed help. Advocate-counselors monitor a 24-hour telephone service responding to an average of 45 calls per month. The service provides at least two follow-up visits after the initial call and often refers clients to other social agencies.

In Los Angeles County special measures are taken to avoid the not-uncommon situation in which victims must face their attackers for hours in courthouse corridors or waiting rooms, and are taunted or further harassed during this period. Now Los Angeles victims and witnesses are provided with free parking or transportation to the courthouse, free child care and a waiting lounge separate from where the defendants are made to wait.

Victims in Fort Lauderdale, Florida sometimes receive on-the-spot assistance from victim-witness advocates who are affiliated with the police department and who monitor police radio communications. Later the advocates may help victims with transportation to the courthouse or to doctors' offices.

The Brooklyn, New York program, sponsored by the Vera Institute of Justice, concentrates on the problems posed by continually postponed court appearances. These delays can mean the loss of jobs for some workers who are not salaried employees, and serious inconvenience for those who are.

A computerized system of notification places witnesses on telephone alert on certain days rather than requiring them actually to come to court. It does the same thing for policemen, saving their time as well as taxpayers' money.

It is greatly to be hoped that, when LEAA funds run out and many of these victim-witness advocate programs become local financial responsibilities, cities and communities continue to help the victims of the criminal justice system, as well as those of crime.

Ordway P. Burden welcomes correspondence to his office at 651 Colonial Blvd., Westwood P.O., Washington Township, N.J. 07675.

Conn. data system yields immediate merit in rape case

Continued from Page 3

contract with the Criminal Justice Center of John Jay College of Criminal Justice.

Commenting on the general benefits of the system, Cummings noted that it provides detectives with "a source of criminal intelligence. The system enables the patrol personnel and detectives to communicate with each other better because the information is on cards and not on paper or in notebooks."

The system's first suspect, Laden, was arrested in Milford by Milford and New Haven police. He was arraigned last month on five counts of first-degree sexual assault, two counts of second-degree kidnapping, two counts of first-degree robbery and one count of second-degree larceny, according to the *Journal Courier*.

Transit crime rate drops as NYC hits fare evaders

Continued from Page 1

anti-farebeat program also is designed to catch persons who use slugs or counterfeit subway tokens to gain access to the transit system. "This type of thievery was also approaching epidemic proportions by the time the Tactical Enforcement Unit was organized," he said. "After the subway fare was increased from 35 to 50 cents in September 1975, slugs and counterfeit tokens were being used at the rate of 420,000 a month."

To turn back the trend, Garelik's plainclothes teams used highly sensitive slug detection devices in the turnstiles, enabling them to intercept the slug users. As a result of the effort, slug use is down to 90,000 a month, according to the chief.

The police systems of West Germany

An interview with Karl-Heinz Gemmer, Director of Research for the Federal Office of Criminal Investigation

Karl-Heinz Gemmer is chief of the Institute of Criminalistics Division of West Germany's Federal Office of Criminal Investigation (Bundeskriminalamt). As institute head, he supervises both criminalistic and criminological research and directs training courses for Bundeskriminalamt agents.

A 29-year veteran with the federal investigative agency, Gemmer had previously served as chief of the Central Investigation Division of the Federal Office, as head of the Office of Criminal Investigation of the State of Hessen (Landeskriminalamt) and as director of certain special services devoted to combating economic crime.

The holder of a Doctor of Laws degree from Mainz University, Gemmer has contributed articles to a number of publications, dealing with such topics as crime prevention, criminalistics and criminology.

This interview was conducted for Law Enforcement News by Peter Dodenhoff.



Dr. Karl-Heinz Gemmer

LEN: Dr. Gemmer, perhaps you could give us a brief picture of the structure of policing in West Germany.

GEMMER: First, the police belong under the responsibility of the states, this is clearly stated in our Constitution. We have a uniformed police force within our states — 11 states — which are named *Länder*. In addition, there is a uniformed police force on the federal level which serves mainly at our borders, and then there is a police force which performs its duties in plainclothes. Altogether we have about 250,000 police officers in West Germany, that is, in the Federal Republic of Germany.

LEN: Are the various departments under the general control of the Federal Republic, or do they have autonomy at lower levels?

GEMMER: No, they have autonomy, but there are some regulations, as far as training is concerned, for instance, given on the Federal level. But it is mainly within the responsibility of the states.

LEN: Since you mentioned earlier the breakdown of specializations, what specialties today does the police force in Germany include, aside from the usual investigative and patrol work. You mentioned, for example, border patrol. Are there any other specialties along that line that are included within the jurisdiction of the police?

GEMMER: In each state, squads exist especially equipped and trained to fight against terrorism, for instance. These

job. As an example, a senior police officer would have a younger colleague who he would show the practical aspects of handling a case. After this three-year period of training the police officer becomes a civil servant for life. This means he stays within the police force until he reaches the age of 60. The German police officer retires at 60. There may be some advantages to our system as far as social background is concerned.

LEN: Does the training generally encompass what, for example, would be found in America in college-level study?

GEMMER: As far as my experience goes, the difference is that we have an in-service training — we have no training at the universities. The state police is responsible for this training but we also have some regulations on a Federal level to make sure that the training proceeds in the same way throughout all of our country. The state police is responsible and the training is mostly done by senior police officers, but we also have contracts with univer-

“After three years of training the police officer becomes a civil servant for life. This means he stays within the police force until he reaches the age of 60.”

are the smaller squads. There are special units to clear up cases of white collar crime, special units dealing with drug offenses, units involved in the organization of police, and some special units in the field of juvenile delinquency — just to show you a few examples.

LEN: Do you also have an agency that deals with the sort of criminal matters that the American FBI does, such as domestic espionage? Or is that the responsibility of another agency?

GEMMER: This belongs mainly within the responsibility of my office, the Bundeskriminalamt. If you tried to give it a translation, it would be the Federal Bureau of Investigation. It's often a little exaggeratedly compared with your FBI in Washington.

LEN: Since I note here that you do training for the CID the Bundeskriminalamt agents — perhaps you could just take it one step further, and describe the training requirements for police officers in general in your country?

GEMMER: The training takes place in a slightly different way than here in the United States. We recruit our police officers from high school and they are about 20 years of age. We have an in-service training program for them which lasts about three years. It is mainly theoretical but it also provides training on-the-job. The theoretical training involves educating them in the field of penal law, penal procedure, and also criminalistics, in our sense of the term, which means law enforcement, behavioral science, physical conditions, and the various tasks of the

sity professors. But the police academies of the state — we have on the average two, three or four police academies in each state — are the ones which do the police training.

LEN: Is police and law enforcement work in your country regarded as a desirable field for a young person, a high school graduate?

GEMMER: Yes. Mainly in the last two or three years this has been even more true because of a slightly restricted labor market situation. We are fortunate in our recruitment and selection of our applicants — for instance if there is a need for about 20 police officers we would have about 500 applicants.

LEN: When the individual has completed his three years of training and becomes a full-fledged member of the police service, what would the procedures then be for training as far as promotion purposes are concerned?

GEMMER: This depends on his interest and on his qualifications — not only qualifications in the field but also as far as his theoretical background is concerned. If he is with the police for six or seven years, this means he is about 27 years old, he has the opportunity, if he is qualified enough, to join a one-year course at the police academy, and this would give him the chance for a career on a level beginning with lieutenant. We have a different rank with police: we would name it *polizei kommissar*.

LEN: The *polizei kommissar* — what contingent of men would he be in command of? A district, or something

along that line?

GEMMER: It may be a district, or it may be a police unit within a city, and this police unit could consist of 10 or 15 police officers.

LEN: Do the local police organizations include the various specializations that you might see in an American metropolitan police force, or do they remain basically devoted to patrol work?

GEMMER: There is some specialization within the local police, but it goes not so far as to include, for instance, the fight against white collar crime or the investigation in a murder case.

LEN: And these specializations, at what level would they be found — at the state level?

GEMMER: They would be at the state level or at some level between the local and the state.

LEN: Moving up to the federal level, would that then be where you start to get the real diversity of specialization, such as the white collar crime experts, and anti-terrorist squads?

GEMMER: To give you a picture of the responsibility of my office, the Bundeskriminalamt, we are first charged with gathering intelligence information on a computerized basis, for instance, about offenses and offenders. By special laws we are responsible for the fight against terrorism, white collar crime, and organized crime. It continues on an international level in the fight against drug smuggling. We also have an institute in the field of forensic science, very well equipped with about 150 scientists.

LEN: On the subject of terrorism, since Germany has made news in the past on that subject, what steps has the government taken to keep the problem in check. Five years ago you had the Olympic massacre, and I understand that just recently the leader of the Baader-Meinhof terrorist group was convicted of murder. [Editor's note: Andreas Baader was one of three German terrorists who reportedly committed suicide in prison on October 18.]

GEMMER: We have a special intelligence system on the terrorist problem but, as I mentioned before, each state has specialized squads to deal with terrorism in the executive field. Training is carried out in a very intensive way by specialized police units because we consider the terrorism not by the figures — we count about 20 or 30 crime cases in the field of terrorism — but by the severity of this crime. It's one of the important fields of the German police.

LEN: Have any extraordinary physical security measures taken effect in light of recent developments, such as airport security or restriction on freedom of travel?

GEMMER: The airport security, I would say, is the same as it is here in the United States, and as far as travel or the tourist system is concerned our activity is not in this field.

LEN: Do aliens from other European countries present any special problems for you and for the police service?

GEMMER: In former times we had better legal and actual possibilities to have some control at our border. Now it is a sort of free transition and, therefore, we have some problems and nearly no chance for control at the German borders. This is also a problem for the police forces in other Western European areas.

LEN: Has the relatively unstable economic situation in Europe manifested itself in terms of a rise in the crime rates for robbery and larceny-type crimes?

GEMMER: It's very difficult to find an explanation for the development of a crime rate. I would not say that the economic situation or the change in this field caused a change in the crime rate. It's nearly impossible, generally speaking, to give an explanation as to why the crime rate for marijuana abuse goes down or why the crime rate in Germany as far as hard drugs are concerned increases.

LEN: Is drug abuse a major problem for police in West Germany?

GEMMER: It is a major problem. Since the last two years, we have had an increase in the abuse of heroin and hard drugs. The drugs very often come from the Far East and the place where our addicts get it or where the traffickers get it is now very often Amsterdam. It's no longer Marseilles, and this has led to a specialized cooperation between some European countries — for instance the Netherlands, Belgium, my country, and also France, Italy, and

Continued on Page 7

"It is always bad and wrong to blame, on the basis of Monday morning information, the action of the police up to that point. This is the sort of journalism that police departments all over the world do not like."

Continued from Page 6

Austria — to strengthen the struggle against drug traffickers.

LEN: What is the nature of the cooperative agreement between yourselves and the Dutch, Belgians and others. Does this include special extradition procedures, for example?

GEMMER: It is based on a sort of an international contract. It is an exchange of intelligence, an exchange of information in the field of convictions or offenses and also exchange of personnel on some levels.

LEN: In comparison to what you might know about the U.S. crime rate, what is the crime rate situation in West Germany at the moment?

GEMMER: We have some increases in the field of violent crime and this means we may be following your high crime rate with a delay of about five years. But still our situation now is less explosive. As far as murder and manslaughter is concerned our rate is about seven times lower, and as far as aggravated assault is concerned it is about two and a half times lower, and theft is about 50 percent lower than here in the United States.

LEN: Are there any new crime categories that are starting to pose problems for the German police over the very recent past — things that haven't been a problem up until now?

GEMMER: The only thing I have in mind now is terrorism. This in some ways goes or could go far beyond the possibilities of the police; it sometimes approaches military action in the field. One is reminded of the Munich attack on the Israeli Olympic team.

LEN: Germany, it would appear to me, has occasionally been the focus of criticism with regard to these terrorist incidents — the criticism coming from the American press in that there seems to have been a lack of cooperation, or a lack of coordination between, for example, the French or the Germans and the Israelis. Is that a problem, or is there information that we're not getting on this?

GEMMER: I wouldn't say that is true as far as the handling of the attack on the Israeli Olympic team is concerned. The problem is a lack of information — and it is always bad and wrong to blame, on the basis of Monday morning information, the action of the police up to that point. It is very difficult to get the real background and this is the sort of journalism that police departments all over the world do not like.

LEN: What was the nature of the dispute, for example, with the recent attempted extradition of Abu Daoud, the Palestinian terrorist, who was captured by the French and was ultimately released despite a German request for extradition?

GEMMER: This is a type of act of diplomacy and it is far beyond the matters of police. We as policemen didn't feel good about that but...

LEN: The police community in Germany, then, felt that he should have been brought back, but it was a matter that was out of your hands?

GEMMER: This is also a misunderstanding and the report had been wrong. We wanted to have him back and there is a contract between France and Germany which would have given us some days to send a warrant to France. But as far as I'm informed, France set him free within 24 hours.

LEN: Essentially, they wanted to...

GEMMER: ... To get rid of him.

LEN: Since it's just over 30 years now since the World War ended, the German Federal Republic is still fairly new. What path did the development of the police system in Germany take after the war was over. When did it actually first come into being?

GEMMER: It actually started in the year 1947-48, but the difference from the previous time is that we now have police on state level. Our German police during the previous time was a national police on a federal level. But the police — and I would say that this is the opinion of all my colleagues — do not feel bad about this, for the state police is a bit nearer the scene of the crime and criminology. We have well-developed cooperation between city, state and federal police in Germany.

LEN: When the police first began to reorganize following the war in the late 40's, was it necessary to go about this in such a way so as to insure that the political activists, the remnants of the Nazis, were excluded from the ser-

vices?

GEMMER: This was one of our main goals at that time. This was done in the late 40's and afterwards it was done by excluding them just because of their age.

LEN: Is there any significant role that the generation that has grown up since that time is playing in terms of contributing to the crime problem in Germany, or is that generation now older than the mainstream of the criminal element?

GEMMER: The crime committed by younger people — in which I would include the ages of 23 to 25 — constitutes a considerable part of our crime figure. It is nearly 30 percent, I would say. But it's difficult to explain whether this is only a short period of these young peoples' lives or whether this shows the beginning of a criminal career.

LEN: Does the German criminal justice system separate out youthful offenders, such as teenagers? Are they taken out so that they can be kept away from the adult prison population?

GEMMER: They are at first taken out by a special law of penal procedure and there is a widespread field for discretion given to the public prosecutor in a case of juvenile delinquency. Most of our juveniles are taken out, the figure goes up to 90 percent as far as minor offenses are concerned.

LEN: And what sort of alternatives are there for the prosecutor or the judge aside from prison for the youths? Can they, for example, send them to a youth work camp?

GEMMER: No, there wouldn't be a work camp, but we have some different institutions on the private and state

levels to give help to juveniles who exhibit deviant behavior. Also all the means of parole and probation are within our system, as they are within yours.

LEN: What do you see developing in the future for the German police in terms of the capability of the police and new problems they may have to face.

GEMMER: I think a future outlook for the German police includes the severity of terrorism, and the struggle against the contributions of hard drugs. Altogether we have to be aware of the danger of an increase in the field of violent crime. And as far as I am informed, our interest in the field of police training and the development of new police methods take this into account.

LEN: So you see the German police keeping pace with the times?

GEMMER: There is no need for a breakthrough for the German police. I think most of the police tasks are done well.

The Great and the Near-Great

Each issue, Law Enforcement News brings you in-depth interviews with persons from all corners of the law enforcement profession. All have one thing in common, however, namely the insights that they offer into the complex world of criminal justice. In the weeks to come we will feature conversations with Dr. Lee Brown, Director of Criminal Justice Services in Multnomah County, Oregon, and Police Chief George O'Connor of Troy, New York.



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Noting that a police department must daily process complaints about misconduct and corruption, the author stresses the need for competent internal investigations and for the establishment of an internal affairs unit. Mr. Wate, who is a Deputy Commissioner of the Chicago Police Department, outlines the goals of a police investigation and details the use of rules and regulations to increase police accountability. Particular emphasis is placed upon the police chief's responsibility to uncover law enforcement corruption in his community and to combat misconduct within his own department.

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Number 7: City Politics, Police Administrators, and Corruption Control, by Lawrence W. Sherman

Confronted with a corrupt political environment, police administrators must take into account the potential and powerful anti-corruption resources they possess: the power of criminal investigations, the ability to influence public attitudes, and the relationship with the news media. Mr. Sherman examines these resources and the anti-corruption strategies of five police chiefs who successfully overcame local political corruption.

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Number 8: The Closed Fraternity of Police and the Development of the Corrupt Attitude, by Herbert Beigel

The author, a Chicago lawyer, examines the institutionalization of corruption in his own city and postulates that the police officer's role alienates him from the people he serves and from the courts where he must provide testimony. He describes three street patrols by a Philadelphia police officer whose isolated power and cynicism is reinforced by his work and in another case, examines the changing testimony of two officers in a long series of trials about one arrest. Because police corruption extends from the streets to the courts, Mr. Beigel asserts that it infects much of the criminal justice system.

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Prepared under a grant from the National Institute of Law Enforcement and Criminal Justice, I. F. A. A., Department of Justice

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Perspectives on terror: the role of the public administrator

BY EDWARD J. SHAUGHNESSY

(This is the first article of a series examining various aspects of the growing worldwide problem of terrorism.)

• • •

The most important consideration to establish at the outset of any discussion of public safety and terrorism is that there is no absolute nor certain public security from terrorist attacks. This has posed a dilemma not easily resolved. How much security against terrorism is a government or agency obliged to provide? This is a question public administrators may face. It is the kind of dilemma which places any administrator in an awkward position. If you are overconscientious or overzealous in security matters, you may impede the proper functioning and alter the support base of your staff. If you are lax, espousing an "can't happen here" attitude, you will be subject to criticism as well. Naturally such criticism may be worn lightly if no threat arises to your agency or institution. Yet the political nature of terrorist acts and the randomness of their nature and timing leave professionals with no indices of predictability and make terrorist threats especially disturbing because of vulnerability.

We can divide the dilemma of terrorism into two issues: prevention and response. First, however, it would do well to define what is meant by a terrorist act. It is an overt, violent act of a primarily political nature and purpose which has the intention of destroying, damaging, discrediting or disrupting an agency or institution of government or one related thereto. The terrorist seeks to establish that the victim is not the sole possessor of power, and to strike fear, guilt and shame into his intended victim in hope of altering a present business, financial or political attitude. Whether the terrorist group pulls it off is the "acid test."

Generally, however, terrorist acts are counterproductive. They are seen by society at large as pointless, futile, excessive, violent and death-dealing. They prompt an inverse response to the one desired by the terrorist, namely increased fear prompted by the growth of the police/security presence. Fairly successful terrorists from Trotsky to Arafat agree on this point — terrorism is counterproductive.

That does not resolve our dilemma, how-

ever, because the responsibility to minimize such attacks is real. Hence one must address the issue of prevention. The most general approach to deterring terrorist adventure has been technological: airport screening, video cameras, computer checks, X-ray scanners, special security locks, alarms and telephonic devices. The public has generally responded to these space odyssey/Buck Rogers gadgets with a grumpy but bemused attitude — paying airport security surcharges, abusing the security personnel and being embarrassed or enraged as one occasionally plays ring-around-the-rosy with the detector to the consternation of one's fellow fliers. Yet, technological responses can overlook two important considerations for any administrator — the humanistic and the constitutional.

Consider, first the humanistic. Lynn White in *Dynamo and Virgin Reconsidered: Essays in the Dynamism of Western Culture* noted:

Because governments must find engineering answers to so many problems, engineers and scientists interested in practical applications of science are fast growing in power at every level of government. In big corporations, more and more men trained as engineers are sitting on the board of directors as well as holding administrative posts. An even larger number of the world's decisions, touching all of life, are being made by engineers in terms of engineering objectives and values.

While there is no fault in this per se, the issue is whether human values are being disregarded. One need only look at the fields of ecology, energy and transport to find suggestive illustrations. Hence the administrator must be sensitive to the human values component in any counterterrorist proposal.

Second, the constitutional challenge may be a real one in that one should not have to trade off, so to speak, one constitutional safeguard to obtain another. We have this accepted anomaly in the grand jury system now coming under challenge. It may exist when we trade off our constitutional freedom of assembly for the right to restricted travel or when stereotypical profiles of terrorist types are circulated and applied to certain groups of citizens and

not others or in only certain means of transportation and not others. (McGinley, P. and Downs, S.F., "Airport Search and Seizure" *Fordham Law Review* Vol. 41, 1972-73, p.293 ff.)

Each of these matters — the humanistic and the constitutional — merits concern.

The other side of the dilemma deals with the response to terrorist acts. Here we have more hard data but we lack a clearly defined set of operating principles for response. There are, however, two basic principles, each with a number of ramifications. The first, again, is a humanist principle — save lives. It is also a pragmatic one in that whatever reasonable technique works is acceptable. The second principle is a legal/constitutional one — uphold law. The ordering of these principles is not casually done. The basic premise of hostage negotiation in terrorist situations is to save lives. In 1976, for example, there were 21 hostage situations in New York City, including air piracy, and not one life was lost.

Here is where technology has practical support value, through the use of the media — TV, radio, mobile services and print — to support the administrator's principled response to the terrorist attack. Remember that the terrorist wants to lock civilian authorities into a power struggle and discredit them. Hence he hopes for a violent overreaction to attack in order for him to articulate the obvious propaganda rhetoric which contends that government is really violent. The administrator bears

the ultimate responsibility for the outcome of the confrontation and he has to recognize that he has a panoply of power resources at his disposal — weapons of many kinds, people and sundry support services. It is only in the hostage situation that time is an added factor. Unannounced attacks against buildings and such cannot be prevented, but attacks against organizations in which hostages are taken can be successfully defused by pragmatic negotiation.

Ultimately the law comes to bear on the terrorist. It may not always be as swift and dramatic as one would like but it functions nonetheless. Its shortcomings are subject to legislative remedy.

Consider, then, the following factors. You cannot prevent all terrorist acts. You can take reasonable preparations and prepare contingency responses. Technology is a powerful instrument in both prevention and response but two principles stand above all: 1) the humanist — to save lives; and 2) the constitutional — to uphold the law.

Public administrators have a responsibility to provide reasonable security against terrorist attacks. The form of that security has to be established in the context of the agency or organization. However, if the basic principles of administering security are clear then the technological application should be less troublesome.

(Edward J. Shaughnessy, Ph.D., is an associate professor of sociology at John Jay College of Criminal Justice.)

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NYC officer convicted in beating death of prisoner

Continued from Page 3

the conviction came]," Tonetti told a New York Daily News reporter, noting that the jury had done what it wanted to do.

One juror, Maryanne Gorrasi, told representatives of Evseroff after the trial that if she had to vote again she would vote to acquit Ryan because she does not believe he is "guilty of murder," according to the Daily News.

Gorrasi, whose son is a policeman in the

Bronx, claimed that she did not know that criminally negligent homicide was a lesser charge of murder. "If I knew I was voting for a murder conviction I would never have given up my acquittal stance," she declared. "I didn't grasp what was going on and I don't think the others did either."

Reportedly the last holdout against conviction, Gorrasi said she felt that several other policemen who testified at the trial actually beat and killed Rodriguez. "I feel I alone convicted Tommy Ryan," she said. "I never thought he was guilty of murder."

At the trial, Evseroff had argued that Ryan was the victim of an attempted "frame-up" by other officers who were lying about his role under threat of prosecution from the Bronx District Attorney's Office.

In his testimony, Ryan said that two officers who had made statements against him were responsible for the beating. He noted that he had left the prisoner unattended in the station house several times in order to complete paper work and had heard "piercing screams" in the interim.

UN gives unanimous approval to anti-hijacking resolution

In a unanimously approved resolution condemning air piracy, the United Nations General Assembly urged all countries to discourage hijackings by increasing airport and airline security and agreeing to extradite or prosecute captured hijackers.

Although the Assembly endorsed the measure without formal vote, the resolution was unanimously adopted on November 1 by the world body's Special Political Committee, on which all 149 member nations are represented.

According to a New York Times report, the antihijacking action drew mixed reviews from free world diplomats. Some Western delegates called passage of the resolution a significant move in encouraging governments to improve civil aviation security, while others described it as a tepid response to the increasing frequency of air piracy incidents.

The adoption of the measure prompted International Federation of Airline Pilots Associations to call off a planned two-day strike which was designed to induce the UN to take some form of antihijacking ac-

tion.

The deputy president of the group, William Murphey, told a Times reporter that he would have preferred a measure with "more punch," but he expressed the hope that all UN member governments would abide by the spirit of the resolution even though it did not have the force of law.

Jointly initiated by Australia, Austria and the Nordic countries, the original text of the UN antihijacking resolution was amended to meet objections from Arab and other third world nations. One such modification in the final version specifies that actions against air piracy should be "without prejudice to the sovereignty or territorial integrity of any state."

The change was intended to admonish Israel for its rescue of hostages held at Entebbe Airport in Uganda last year, while signifying approval of the West German operation that freed hostages aboard a hijacked jet at Mogadishu, Somalia, a raid which was carried out with the consent of the Somali government.

Board to certify latent fingerprint experts set up

An organization devoted to the advancement of scientific identification and investigation recently initiated a program designed to certify the nation's latent fingerprint examiners.

The program, which was adopted last summer by the International Association for Identification (IAI), is based on certification procedure involving both written and oral examinations, educational standards and technical training requirements.

Testing and background checks will be handled by a newly-established Latent Print Certification Board. An IAI announcement noted that the board "aims to make available to the judicial system and to the public, a practical and equitable system for readily identifying those persons professing to be specialists in latent print examination who possess the requisite qualifications and competence."

According to the board's list of requirements and application procedures for certification, examinations will be given in three areas which include a written test "covering both technical aspects and the development of the science of fingerprint identification," a classification and comparison exam of inked and latent prints, and an oral board interview. The oral questioning portion can be replaced with the presentation of an actual court case in which the applicant participated "for review to include latent print, inked print, charted enlargements and court qualifying questions and answers."

Regarding educational qualifications, the certification standards specify that "five years following adoption of the certification program, an applicant applying for certification must have a minimum of an associate degree or equivalent. Ten years following adoption of the certification program, and thereafter, an applicant applying for certification must have a bachelor's degree in any field or equivalent diploma recognized by the IAI."

The association's requirements for technical training mandate a minimum of 40 hours of formal training "in classification, filing and searching of inked fingerprints," as well as a minimum of 40 hours of formal training "in latent print matters."

In addition, the general standards call for two letters of endorsement, one from the applicant's superior and the second from a colleague who is an IAI member. The requirements temporarily exempt current association members from completing the certification procedure until August, 1978.

For more information or for certification applications, write: Latent Print Certification Board, IAI George J. Bonebrake, Secretary-Treasurer, Post Office Box 146, Damascus, MD 20750.

A New Column . . .

Jay Robert Nash ON CRIME

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Jay Robert Nash ON CRIME

Beginning
December 6

in

Law Enforcement News

Current Job Openings in the Criminal Justice System

Page 10

LAW ENFORCEMENT NEWS

November 15, 1977

Faculty Position. San Diego State University is seeking a lecturer or assistant professor whose primary teaching responsibility will be in law enforcement administration, the administration of justice, research and planning in criminal justice and criminal justice and urban planning.

Professional experience in criminal justice administration and university teaching experience are required. An ABD is acceptable, but candidates holding the doctoral degree in an appropriate field will be given preference. Salary range: \$14,256-\$16,320.

Submit vita by December 15, 1977 to: Dr. Ronald L. Boostrom, Coordinator, Criminal Justice Administration Program, School of Public Administration and Urban Studies, San Diego State University, San Diego, CA 92182.

Superintendent - Correctional Institution. The Wisconsin Division of Corrections is in the process of recruiting a superintendent for its Taycheedah Correctional Institution.

The prison, located 90 miles northeast of Madison, is a co-correctional institution which currently houses 124 female offenders at a minimum security classification. The institution has a staff of 138 and an annual budget of approximately \$2.0 million. In addition, the State Legislature recently mandated a \$9.6 million expansion plan for the facility to accommodate 388 inmates. The superintendent is appointed by and reports to the Director of the Bureau of Institutions.

Qualified persons should contact: Allyn R. Sielaff, State of Wisconsin, Department of Health and Social Services, Division of Corrections, 1 West Wilson Street, P.O. Box 669, Madison, WI 53702.

Assistant Professor. This position involves teaching law enforcement administration, administration of justice, and related criminal justice courses at Wayne State University in Detroit. Professional experience in criminal justice administration and university teaching experience is required. An ABD is acceptable, but candidates holding a doctoral in criminal justice or other appropriate field will be given preference. Candidates with unusually strong qualifications may be considered for appointment at advanced rank. Salary will range from \$14,000 to \$16,000.

Submit vita by December 15, 1977 to: Dr. Louis L. Friedland, Director, Criminal Justice Program, Department of Political Science, Wayne State University, 6001 Cass Avenue, Room 214, Detroit, MI 48202. Starting date is August, 1978.

Court Administrator. The Circuit Court of Washtenaw County, Michigan is seeking a court administrator who will be responsible for the non-judicial functions of the court. Qualifications include a bachelor's degree in court administration, or public administration and a minimum of three to five years of experience. Salary is set at \$25,000.

Send vita and inquiries to: Dr. Sarah Conroy, Personnel Director, Washtenaw County Building, P.O. Box 645, Ann Arbor, MI 48107. Applications must be received by November 30, 1977.

Director of Treatment Services. Successful candidate will supervise and coordinate all segments of the residential and non-residential programs within the Central Alabama Youth Services agency. These programs include a day treatment program for 20 socially and/or academically maladjusted youth and two group homes providing short term residential services for problem youth. Qualifications should include a master's in psychology, social work or a related area plus three years of responsible related experience. Salary will range up to \$17,000 per year depending upon qualifications. Starting date is December 1, 1977 and all applications must be received by November 25, 1977. Contact: Johnnie E. McGaha, P.O. Box 717, Selma, AL 36701.

Graduate Assistantships in Law Enforcement. Southern Illinois University at Carbondale's M.S. program in administration of justice will provide graduate assistantships in teaching and/or research in law enforcement, beginning August 21, 1978.

Tuition waivers are provided for graduate coursework leading to the M.S. degree. Current pay rate for quarter-time assistantship requires 10 hours work per week for \$174.00 per month for 20 hours work per week.

Assistantship awards are made each fall, spring, and summer semester.

For application and/or further information, contact: Dr. Fred Klyman, Center for the Study of Crime, Delinquency, and Corrections Southern Illinois University, Carbondale, IL 62901. Telephone: (618) 453-5701. The closing date for fall 1978 is June 15, 1978.

Police Service Bureau Director. Greenville County, South Carolina is seeking a candidate to head it Police Service Bureau, which provides centralized communications, criminal records administration, planning and research, crime laboratory analyses and identification, and law enforcement training for the county sheriff's department and the city police force. The bureau currently has a staff of 73 with an annual budget of approximately \$800,000 excluding grants. Its director is responsible to a jointly appointed city and county Police Service Bureau Board.

Applicants should have extensive high level administrative and management experience in criminal justice as an agency director or department head, including in-depth experience in criminal justice planning and research, comprehensive budget development and administration, criminal justice grant sources and grantsmanship.

Minimum educational requirements include a bachelor's degree in criminal justice or a related field preferably supplemented by a master's degree in criminal justice or any equivalent combination of training and experience. Salary level and fringe benefits are competitive.

Send detailed resume, proof of credentials and salary requirements to: Director of Personnel, Personnel Department, Room 200, Courthouse Annex, Greenville, SC 29601. Closing date is November 30, 1977.

Police Chief. San Francisco State University is seeking a person to administer its campus police program with a population of 23,000 students and 2,600 employees. Management responsibilities include staff of 30, services, property and budgets. Qualifications include minimum of five years of police experience with two years in a supervisory capacity. Applicants must have thorough knowledge of total law enforcement, security and crime prevention methods. Send resume to: Personnel, San Francisco State University, 1600 Holloway Avenue, San Francisco, CA 94132.

Chairperson, Criminal Justice Department. Earned doctorate in criminal justice or closely related field is required; professional experience in the criminal justice field, experience in criminal justice education including the graduate level, scholarly contribution in the field, and experience in academic administration are preferred; and educational philosophy compatible with the integrated program of the department.

Successful candidate will administer department and assume responsibility for curriculum, leadership of faculty, budget, and professional standards. Department has articulated associate, baccalaureate, and masters programs. Rank and salary based on qualifications. The appointment will be on a 9.5 month basis commencing as soon after selection as possible, but no later than September 1, 1978.

Submit credentials by December 15, 1977 to: N. Parasda, Dean, College of Applied Science and Technology, Youngstown State University, 410 Wick Avenue, Youngstown, OH 44555.

Assistant Professors. Michigan State University is offering two positions in its School of Criminal Justice at East Lansing. Both require teaching duties at the undergraduate and graduate levels. Preference in one position will be given to applicants well qualified to teach in the area of law enforcement administration, while applicants for the second position should be qualified to teach courses in the general area of corrections with emphasis in juvenile justice administration.

A Ph.D. or equivalent is required, however, well qualified ABD's will receive consideration if completion of the degree is imminent within a reasonable time after appointment. Academic preparation should include one or more of the following subject areas: criminal justice, criminology, sociology, psychology, political science and public administration. Other requirements include: strong preparation in research methods, evidence of accomplishment in or potential for research and publication, teaching experience, and some professional experience in one area of specialty.

Updated vita, educational record, and three letters of reference must be submitted by December 1, 1977 to: Dr. Frank Horvath, Chairman, Faculty Search Committee, School of Criminal Justice, Michigan State University, East Lansing, MI 48824.

The National Advisory Commission on Higher Education for Police Officers

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For further information on this forum or other activities of the National Advisory Commission, contact: Dr. Lawrence W. Sherman, executive director, (518) 457-3225.

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December 16, 1977. Training Class Stress Awareness/Police Officers. To be held at the South Eastern Massachusetts Regional Police Training Center in Fall River by the Massachusetts Criminal Justice Training Council. For more information, write: Gary E. Egan, Executive Director, Massachusetts Criminal Justice Training Council, One Ashburton Place, Boston, MA 02108.

December 16-17, 1977. Seminar: Federal Trial Practice and Procedure. To be presented at the Federal Bar Association's Northeastern Regional Conference in Hartford, Connecticut. Details are available from National Office, Federal Bar Association, 1815 H. Street, N.W., Suite 420, Washington, DC 20006. Telephone (202) 638-0252.

December 19-23, 1977. Training Program. General Evidence Officer, Part I. Presented by the Macomb Criminal Justice Training Center. For more information on fees and location, contact John Bruhns, Macomb Criminal Justice Training Center, P.O. Box 309, Warren, MI 48090. Telephone: (313) 286-7555.

December 28-30, 1977. Institute for Studies in International Terrorism. To be held in London, England by the State University of New York. Co-sponsors include the Polytechnic of North London and other English research and academic organizations. For an application, write Office of International Education at State University College, SUNY, Oneonta, NY 13820.

January 3-5, 1978. Seminar: Protection of Victims of Violence. Presented by the State University of New York's Institute for Studies in International Terrorism in Geneva, Switzerland. Co-sponsored by the Henry Dunant Institute and John Jay College of Criminal Justice. For details, consult December 28-30.

January 3-6, 1978. Delinquency Control Institute: Schools, Educational Services & the Justice System Workshop. Presented by the University of Southern California. Fees: \$150 or \$236 for academic credit. For information and registration, contact Ms. Betty Berniz, Delinquency Control Institute, Tyler Building, 3601 South Flower Street, Los Angeles, CA 90007. Telephone (213) 746-2497.

January 3-6, 1978. Police Leadership Development Workshop. To be held in Evanston, Illinois by the Traffic Institute of Northwestern University. Write: The Registrar, Traffic Institute, Northwestern University, 405 Church Street, Evanston, IL 60204.

January 3-6, 1978. Evidence Technician Training Course, Part II. Presented by the Macomb County Criminal Justice Training Center in Mt. Clemens, Michigan. For information, see December 19-23.

January 8, 1978. Officer Survival Course. Presented by the California Specialized Training Institute in San Luis Obispo. For eligibility qualifications, write or call California Specialized Training Institute, Building 904, Camp San Luis Obispo, CA 93406. Telephone: (804) 544-7107.

January 9-20, 1978. Seminar: Homicide Investigation. Conducted by the Southern Police Institute in Louisville, Kentucky. Fee: \$350. Two-hour credit option is available. For reservations and information, contact Seminar Coordinator, Southern

Police Institute, School of Police Administration, University of Louisville, KY 40208. Telephone: (502) 588-6561.

January 9-February 3, 1978. National Crime Prevention Institute: Crime Prevention Theory and Practice. Sponsored by the University of Louisville, Shelby Campus. For details, write or call: Educational Programs Manager, National Crime Prevention Institute, University of Louisville, Shelby Campus, Louisville, KY 40222. Telephone: (502) 588-6987.

January 9-February 10, 1978. Institute on Organized Crime: Investigators Course. To be held in Miami, Florida by the Metropolitan Dade County Public Safety Department. Fee: \$300. Details can be obtained from: William H. Dunman, Institute on Organized Crime, 16400 N.W. 32nd Avenue, Miami, FL 33054. Telephone: (305) 625-2438.

January 11-13, 1978. Planning and Budgeting Workshop. Presented in St. Petersburg, Florida by Theorem Institute. Fee: \$225. More information is available from: Michael E. O'Neill, Theorem Institute, 1737 North First Street, Suite 590, San Jose, CA 95112. Telephone: (408) 294-1427.

January 15-20, 1978. Prosecutor's Office Administrator Course. To be held in Houston, Texas by the National College of District Attorneys. For information and registration, contact Registrar, National College of District Attorneys, College of Law, University of Houston, Houston, TX 77004.

January 16-17, 1978. Police Training Course: Spokesmanship. Presented by the University of Maryland University College. Write or call: University of Maryland, conferences and Institutes Division, University Boulevard at Adelphi Road, College Park, MD 20742. Telephone: (301) 454-5237.

January 16-19, 1978. Seminar: The Police Executive and the Law. To be held in Las Vegas, Nevada by the International Association of Chiefs of Police. Write: IACP, 11 Firstfield Road, Gaithersburg, MD 20760. Telephone: (301) 948-0922.

January 16-27, 1978. U.S. Drug Enforcement Administration's Law Enforcement Training School. To be held in Kingman, Arizona. For information about this and other schools held on various dates throughout the country, write: William J. Olavanti, Director, National Training Institute, U.S. Department of Justice, Drug Enforcement Administration, Washington, DC 20537.

January 16-27, 1978. Law Enforcement Officer Course: Field Evidence Techniques. Presented by the Modesto, California Regional Criminal Justice Training Center. Contact: Jack McArthur, Director, Modesto Regional Criminal Justice Training Center, P.O. Box 4065, Modesto, CA 95352. Telephone: (209) 526-2000, Ext. 541.

January 17-18, 1978. Victim Oriented Sex Crimes Investigation Workshop. Conducted in New York City by the Criminal Justice Center of John Jay College of Criminal Justice. Advance registration fee: \$90. More information can be obtained from: Ms. Elizabeth Taylor, John Jay College, Criminal Justice Center, Room 3204S, 444 West 56th Street, New York, NY 10019. Telephone: (212) 247-1600.

January 23-27, 1978. Program Evaluation Clinic. To be held at the Atlanta Hilton Hotel by Theorem Institute. For mailing address, see: January 11-13.

January 23-March 17, 1978. Delinquency Control Institute: Eight-Week In-depth Training Course. Sponsored by the University of Southern California in Los Angeles. For mailing address, see: January 3-6.

January 29, 1978. Investigation of Violent Crimes Course. Conducted by the California Specialized Training Institute in San Luis Obispo. Consult: January 8.

January 29-February 1, 1978. Legal Education Training Program: Major Fraud. To be held in San Diego, California by the National College of District Attorneys. For further information, see: January 15-20.

January 30-February 10, 1978. Seminar: Current Problems and Concepts in Police Administration. Presented by the Southern Police Institute in Louisville, Kentucky. For mailing address, consult: January 9-20.

February 6-10, 1977. Probation-Correctional Officer Training Course: Probation Case Management. To be held in Modesto, California by the Modesto Regional Criminal Justice Training Center. Fee: \$42.00. For more information, see: January 16-27.

February 6-17, 1978. U.S. Drug Enforcement Administration's Law Enforcement Training School. To be held in Kansas City, MO. For mailing address, see: Jan. 16-27.

February 12-15, 1978. Delinquency Control Institute: Schools, Educational Services and the Justice System Workshop. To be held in St. Louis, Missouri by the University of Southern California. See: January 3-6.

February 13-15, 1978. Seminar: Law Enforcement Productivity Measurement and Improvement. To be held in Phoenix, Arizona by Theorem Institute. Fee: \$225.00. Consult: January 11-13.

February 13-17, 1978. Police Training Course: Sex Crimes Investigation. Presented by the University of Maryland. Fee: \$175.00. For more information, see: January 16-17.

February 13-17, 1978. Seminar: Protective Services - Meeting the Clandestine Threat. Presented in New Orleans, Louisiana by the International Association of Chiefs of Police. For mailing address, consult: January 16-19.

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EVIDENCE TECHNICIAN PROGRAM MANUAL

By Joseph L. Peterson
and James H. Jones

The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

A publication of the
Criminal Justice Center
448 West 56th Street
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Please send me _____ copy(ies) of the Evidence Technician Program Manual. Enclosed is my check for \$2.95 for each copy ordered _____. Please bill me _____.

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Manpower selection, evaluation studied in new monograph set

Continued from Page 1

that they perform overlapping roles requiring different skills at different times," he noted. "Almost all of the current theories of work motivation depend on accurate and discriminating assessment of various aspects of work performance."

In addition to detailing the reactions of supervisors and subordinates and the motivational properties of the Dade system, the report included samples of evaluation forms as well as examples of graphic and behaviorally anchored rating scales and a step-by-step method of implementing a performance appraisal system.

The third monograph, entitled *Police Personnel Management Systems: The Dallas and Dade County Experiences*, examines and discusses the need for a method of computerizing personnel information. "Up to 90 percent of the work in any white collar job involves the seeking and obtaining of information," the report states. "As a police department grows in size and complexity, automation of this information becomes necessary."

Written by Wayne F. Cascio, the monograph notes that personnel problems are compounded at the upper command levels because the administrator must integrate information from many different sections, departments, or districts. The managerial dilemma is further aggravated when the data is not available.

According to Cascio, one way to ease the information "underload" is to store as much relevant data as possible in a computer. "The computer is simply a tool in the decision-making process for which the administrator must ultimately bear responsibility," he said.

Although he acknowledged that setting up an automated personnel data system

can be "expensive, time-consuming, and frustrating," Cascio noted that once the information bank is functional, the police executive "often can make better informed decisions," increasing the effectiveness of his department.

The monograph illustrates the effectiveness of such systems in Dallas, Texas and in Dade County, Florida, providing technical aspects of their implementation in detail, including needs analysis, system objectives, and the varied approaches taken by the two police departments.

In a preface contained in all three monographs, Police Foundation President Patrick V. Murphy commented on the need for effective police personnel management. "A significant portion of the efficiency and effectiveness of the police is linked to the selection, training and supervision of police officers," he said. "The foundation believes that these monographs will help police leaders and managers in improving the quality and performance of their personnel."

Copies of the monographs are priced at \$3.00 each and can be ordered from: Police Foundation Communications Department, 1909 K. Street, N.W., Washington, DC 20006.

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PHOTO SURVEILLANCE ADDITIVES — Minmax, Inc. has developed two new chemical formulas that permit undercover photography to be done under extremely low-light conditions, without adversely affecting the quality of prints and negatives.

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For information on availability, contact Minmax, Inc., 3615 Hayden Avenue, Culver City, CA 90230. Telephone: (213) 559-5855.

RAPE PRESENTATION — A multimedia package that presents a comprehensive discussion of rape is now available from Harper & Row Media.

Entitled "Rape!" the presentation does not offer specific solutions to prevent the offense, but instead attempts to develop a thorough understanding of rape, which can be valuable to both the general public and to those law enforcement and counseling professionals who work with rapists and their victims.

Consisting of 80 slides and one audio cassette, the program provides a profile of the average rapist and explores the consequences of his act, examining society's attitude toward rape, male and female images, the battle in court, and how society draws the line in defining what constitutes rape.

A comprehensive instructor's guide comes with the package, offering background information, a summary of topics discussed, pre-viewing suggestions, post-viewing questions and outside activities and sources that can add to an audience's understanding of the offense.

For further information, write Harper and Row Media, 10 East 53rd Street, New York, NY 10022.

JUVENILE JUSTICE FILMS — Motorola Teleprograms' four-film series, entitled "Issues in Juvenile delinquency," is produced

in documentary style to capture some of the emotional and environmental aspects of juvenile delinquency. Each movie highlights a different factor of the problem.

"The Process Begins" presents the stories of two 13-year-old boys from different ethnic and family backgrounds, emphasizing such key issues as social forces vs. inherited pathological tendencies, and the influence of the juvenile justice system on the boys' lives.

"Street Violence" examines the social, economic, and political consequences of juvenile street violence, discussing the role of street gangs and the effect of the news media on our perceptions of juvenile crime.

"The Chronic Offender" uses the story of a repeat juvenile offender to illustrate the stark reality of life behind bars. The film probes the important influences on the offender's life and points out the need for more effective methods to deal with such juveniles.

"Prevention and Treatment" outlines three current approaches to prevent and treat juvenile delinquency, including police diversion, peer-pressure therapy, and community-based corrections.

Available as 16mm color/sound movies or 3/4" U-matic videocassettes, the films can be purchased individually or as a set at a discount. Contact: Motorola Teleprograms, Inc., Suite 23, 4825 North Scott Street, Schiller Park, IL 60176.

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